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ST. PETERSBURG WATERFRONT PLAN



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WATERFRONT PLAN

CITY OF ST. PETERSBURG, FLORIDA
DEPARTMENT OF COMMUNITY DEVELOPMENT
DEPARTMENT OF LEISURE SERVICES

MARCH, 1980

INTRODUCTION

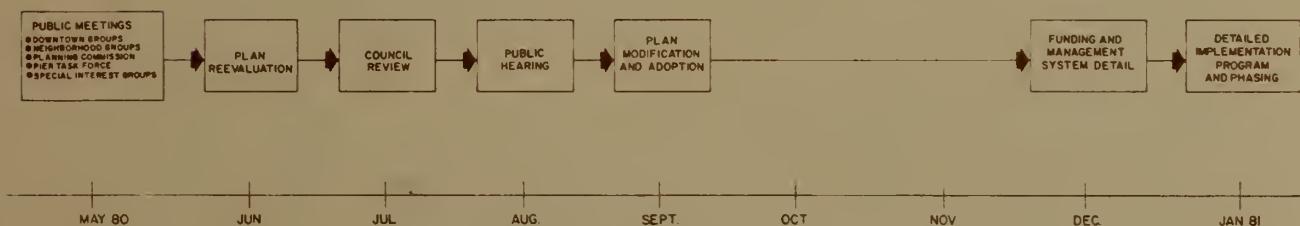
The waterfront is St. Petersburg's most beautiful and important natural asset. In order to maintain its aesthetic quality and yet provide greater recreational and cultural opportunities for the citizens of St. Petersburg, the City Council authorized the development of a comprehensive Waterfront Plan as a supplement to the Intown Design and Development Program.*

The Waterfront Plan covers an area of 340 acres on Tampa Bay, extending from 30th Avenue North to 11th Avenue South, including the Airport and Port area. The study area contains almost eight miles of shoreline and represents an existing public investment of over \$70.4 million.**

Development of the Waterfront Plan involves:

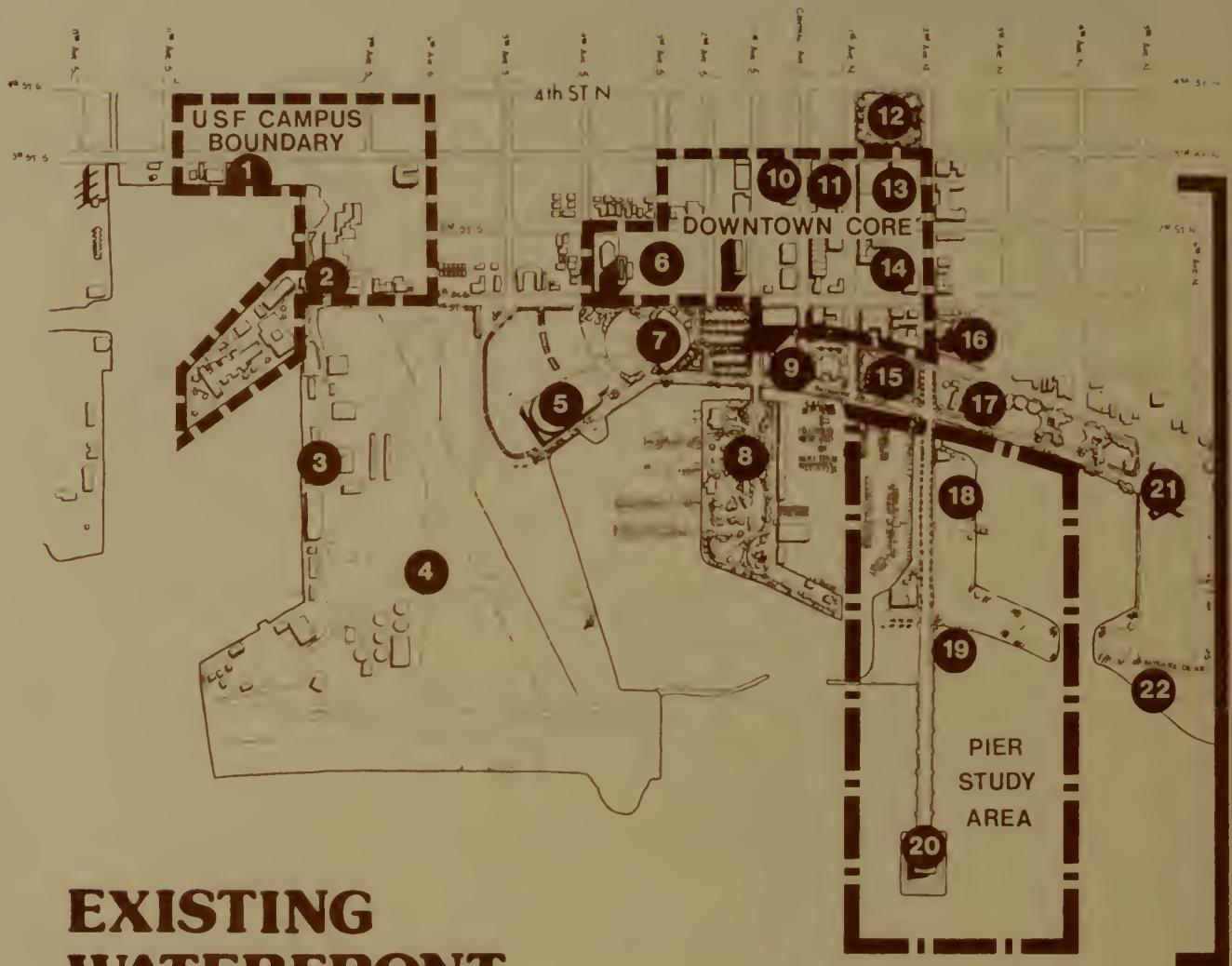
- 1) Finding out the existing characteristics of the area in terms of land uses and densities, ownership patterns, visual and natural assets and traffic patterns.
- 2) Considering the relationships between the different waterfront components, such as the marina, Pier and open space.
- 3) Identifying what the plan should accomplish.
- 4) Developing alternative plans that meet the objectives.
- 5) Seeking public comment.
- 6) Selecting and refining a plan based on public comment.
- 7) Adopting the approved plan and carrying out its development in a phased program.

WATERFRONT PARK PROGRAM



* Intown Design and Development Program, developed by Community Development Department, City of St. Petersburg and adopted by City Council Resolution, June 1979.

** Replacement cost of waterfront public facilities in 1979 dollars.



EXISTING WATERFRONT

- 1 BAYBORO PARK
- 2 UNIVERSITY OF SOUTH FLORIDA EXPANSION/MARINE INSTITUTE
- 3 PORT OF ST. PETERSBURG
- 4 ALBERT WHITTED AIRPORT
- 5 BAYFRONT ENTERTAINMENT CENTER
- 6 BAYFRONT CONCOURSE HOTEL
- 7 AL LANG BASEBALL FIELD
- 8 DEMEN'S LANDING PARK & MUNICIPAL MARINA
- 9 PIONEER PARK
- 10 TRANSPORTATION CENTER AND OFFICE COMPLEX (PROPOSED)
- 11 DETROIT BLOCK REDEVELOPMENT AREA (PROPOSED)
- 12 WILLIAMS PARK
- 13 MASS BROTHERS DEPARTMENT STORE
- 14 CONCORD BLOCK REDEVELOPMENT AREA (PROPOSED)
- 15 STRAUB PARK



- 16 THE PLAZA OFFICE AND SHOPPING COMPLEX
- 17 MUSEUM OF FINE ARTS
- 18 BOUNTY EXHIBIT
- 19 SPA BEACH
- 20 PIER PLACE
- 21 VINOY HOTEL REDEVELOPMENT AREA (PROPOSED)
- 22 VINOY PARK
- 23 EDGEWATER HOTEL
- 24 NORTH SHORE RECREATION CENTER
- 25 GIZELLA KOPSICK PALM ARBORETUM
- 26 NORTH SHORE BEACH
- 27 FLORA WYLIE PARK
- 28 COFFEE POT BAYOU PROMENADE
- 29 COFFEE POT BAYOU PARK

ISSUES AND OBJECTIVES

The Waterfront planning process involves both defining and resolving significant issues regarding the development of the waterfront as well as its management. The following is a list of some of the significant waterfront planning issues identified in the Plan.

- What level of development intensity is desirable for the waterfront?
- How will the development of the waterfront relate to and impact downtown development and redevelopment?
- How can adequate, convenient and aesthetically compatible parking be provided for all waterfront activities?
- Is the Edgewater Motel an appropriate use for the waterfront?
- Is the development of a major attraction(s) desirable on the waterfront? If so, what type(s)?
- What is the best management alternative for operating the waterfront?
- Which financial alternative will provide the best source(s) for development and operation of the waterfront?

In selecting alternative Pier area development, financial and management options, a set of objectives must be developed in order to evaluate which options are best. The Pier Area Plan Alternatives A and B were the two alternatives which ranked highest on City Council objectives. Some of the key objectives which the plan will achieve are:

- Maximize visual assets.
- Enhance access to beaches and water.
- Provide convenient remote parking.
- Emphasize a pedestrian oriented system within functional areas.
- Promote use of mass transit systems within the park system.
- New development should be supportive and concentrated.

The following represents the alternatives for Pier Area development.

ALTERNATIVE A SKETCHES



View of Event Plaza, location for special outdoor activities. The ethnic food pavilion is located on the left and views to Tampa Bay, the Pier, the water stage and the Marine Sciences Building lie in the distance.

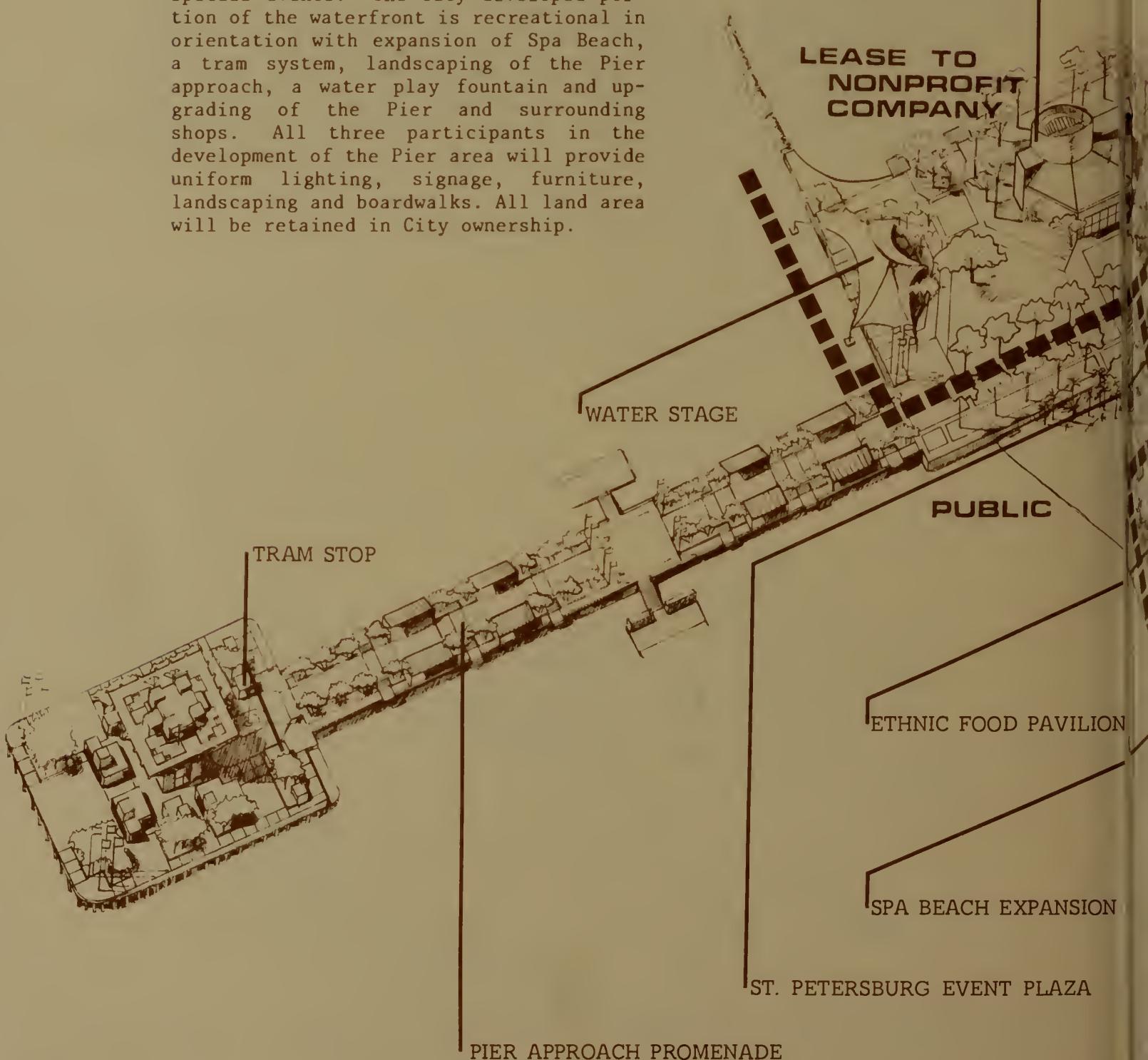


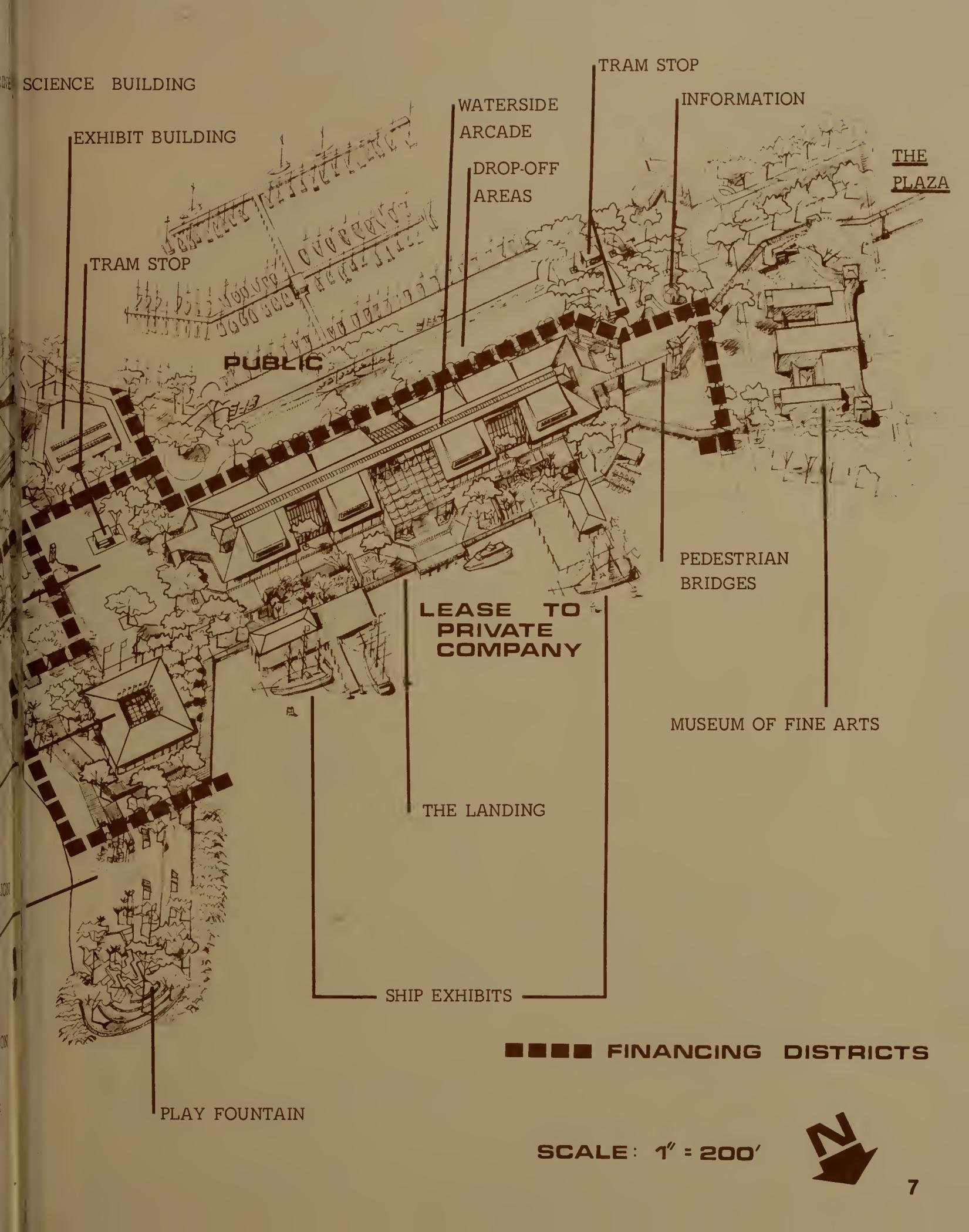
View of Waterside Arcade, a landscaped two story specialty shop and restaurant area. The Plaza office complex and historic ships can be seen in the distance.

ALTERNATIVE A

MARIN

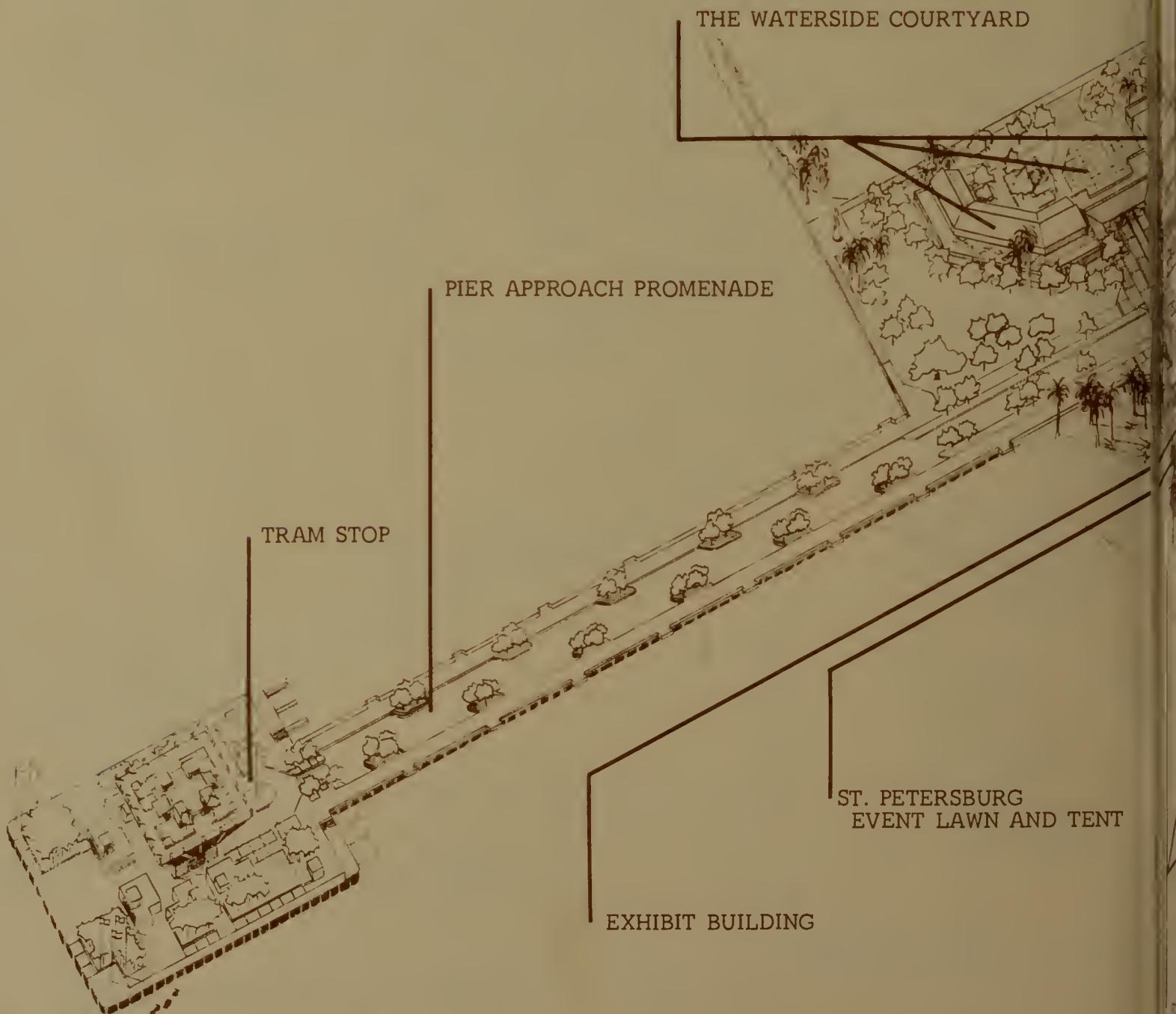
The Pier Area Alternative A divides the area into three sections for the purpose of financing its implementation. The private sector portion is retail oriented and includes a waterside arcade with specialty shops and restaurants, an ethnic food and beverage pavilion and maritime museums including two new historic ships. The non-profit corporation area is more educational in nature with a marine science building, an exhibition hall for art and science exhibits, and a water stage/amphitheater for outdoor concerts or special events. The City developed portion of the waterfront is recreational in orientation with expansion of Spa Beach, a tram system, landscaping of the Pier approach, a water play fountain and upgrading of the Pier and surrounding shops. All three participants in the development of the Pier area will provide uniform lighting, signage, furniture, landscaping and boardwalks. All land area will be retained in City ownership.

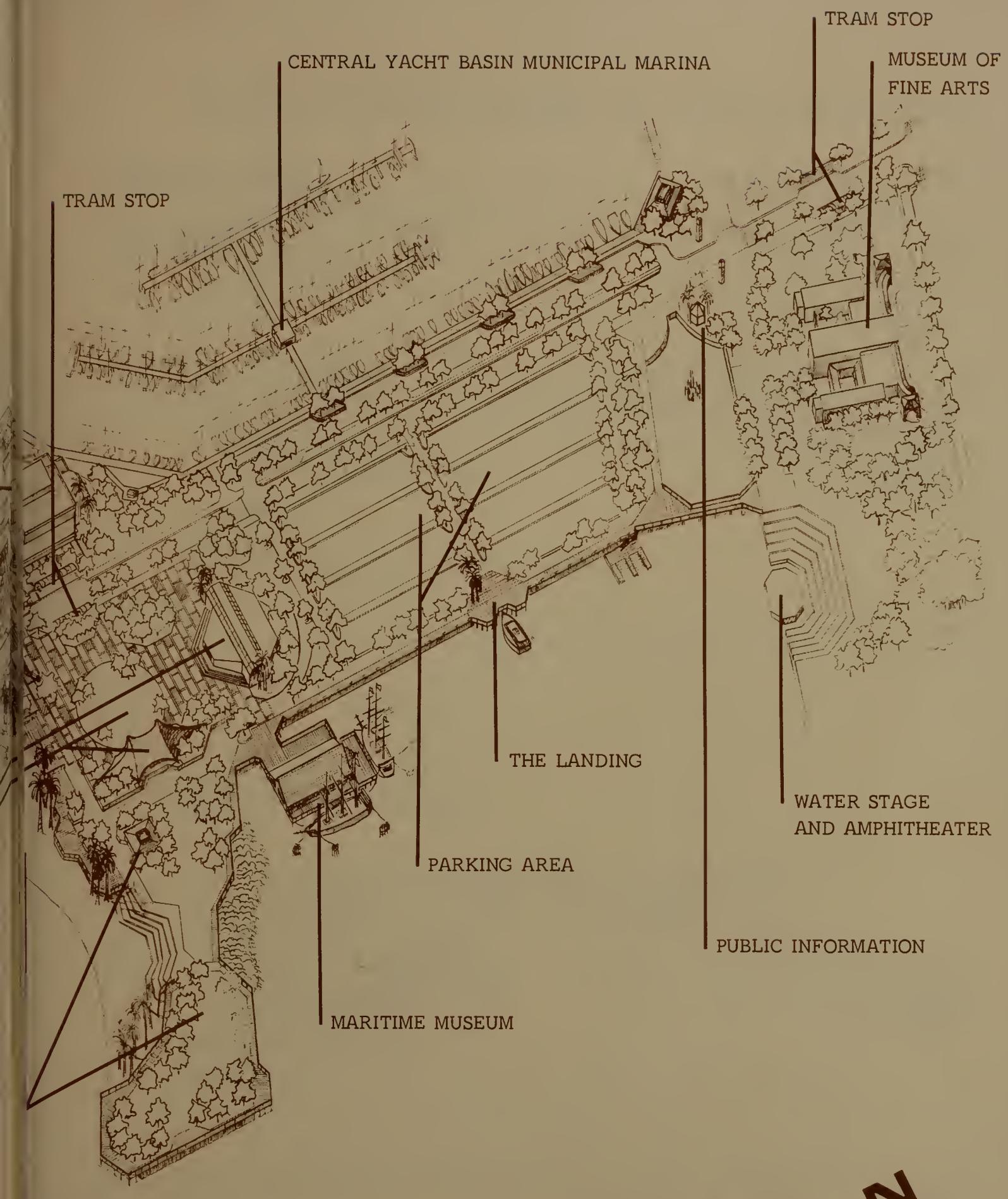




ALTERNATIVE B

The Pier Area Alternative B will be predominately financed and developed by the City. It would involve a combination of cultural and recreational activities. The activities include some small shops and restaurants, expansion of Spa Beach, boardwalks, exhibit space, open special event area, landscaping along The Pier approach, the addition of an amphitheater adjacent to the Fine Arts Museum and uniform signage, lighting and furniture.





ALTERNATIVE B SKETCHES



View of Event Plaza, location for special outdoor activities with the event tent on the left. The Waterside Courtyard, a small shopping restaurant area is to the right and views to Tampa Bay and the Pier lie in the distance.



View of the Pier approach promenade with widened sidewalks, planters and raised seating areas.

PARKING OPTIONS

In recognizing City Council's objective of providing convenient remote parking for waterfront development, nine Intown sites were analyzed. The parking demand for the Alternative A is between 2000-2400 parking spaces. The parking sites chosen have to be easily accessible by automobile and yet have a large parking capacity without building a massive parking structure. The two sites which ranked highest in the evaluation of parking sites are the Bayfront Center and the block on the southwest corner of First Street and Fifth Avenue South. There are legal restrictions on the use of portions of the Bayfront Center parking lot for a parking structure; however, if the legal problem can be resolved it is one of the more appropriate parking structure sites.

The Alternative B plan will have on-site parking.

FINANCING OPTIONS

The estimated cost of the Pier Area Alternative A is over \$31 million of which the City's share is \$3.3 million, the private sector share is \$18.4 million and non-profit corporation share is \$9.5 million. Alternative B will cost the City over \$10.7 million dollars. These figures are based on current prices and do not include inflation nor the cost of the parking and transit systems.

The City share of waterfront development (Alternatives A and B) could be financed by either one or a combination of the following:

- Waterfront Revenue Certificate - This issue is supported by the revenues minus operating expenses of the central yacht basin. Such an issue could support interest payments on a \$1.5-\$1.8 million certificate issue.
- General Obligation Bond - This type of bond issue would be financed by property taxes. The current City bonding capacity is over \$300 million; however, voter approval is required.
- Tax Increment Financing - This financing mechanism uses the increased property tax revenue, within a defined district, generated by public improvements and associated new development to pay for those improvements directly or pay interest on a bond issue. This financing mechanism would not be used to fund the Alternative B development concept. The legality of tax increment financing has not yet been determined by the Florida State Court.

- Federal/State Open Space Grants - Monies are available for improvements depending upon grant criteria relative to actual waterfront development plans.

A Non-Profit corporation can finance development by:

- An endowment from a philanthropic organization.
- Endowments from groups of private individuals or local organizations.
- Fund raising in conjunction with an endowment program.
- Federal/State Grants.

A private developer can arrange his own financing; however, the land area designated for private development would be leased to a private commercial developer or concessioneer on a long term basis.

A parking structure development can be financed either by:

- Obtaining commercial leases prior to issuing a tax exempt revenue bond.
- Issuing a revenue bond which will be retired by the commercial lease itself.
- Tax increment financing, if allowed by State law, could be used for parking structure financing.
- Federal grants are available.

Transit system development can be financed through an Urban Mass Transportation Administration grant.

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MANAGEMENT OPTIONS

The management of the entire waterfront is related to four factors; legal relationship of the management organization to City Council, taxing authority, bonding authority and policy and administrative decision authority.

The four management alternatives are:

- Waterfront Park Authority - has its own operational and administrative authority, as well as taxing and bonding authority.
- Waterfront Non-Profit Corporation - operational and administrative decisions are defined by management contract with the City, and has no bonding or taxing authority.
- Waterfront Park Board - operational and administrative decision authority is delegated by City Council, and has no bonding or taxing authority.
- Waterfront Advisory Commission - only an advisory board, and no taxing or bonding authority.

Characteristics of each management alternative include:

| | Waterfront Park Authority | Public Non-Profit Corporation | Waterfront Park Board | Waterfront Advisory Commission |
|--|---------------------------|-------------------------------|-----------------------|--------------------------------|
| <u>Planning Function</u> | | | | |
| Surveys, information gathering, approval | X | X | X | X |
| Capital Improvement Program, approval | | | | |
| Proposal for Grants, approval | X | X | | |
| Accept gifts, donations, and subsidies | X | X | | |
| Development Review | X | X | X | X |
| <u>Implementation Function</u> | | | | |
| Procedure Manuals, approval | X | X | X | |
| Annual Operating Budget, approval | | | | |
| Capital Improvement Prgram, approval | | | | |
| Expenditure of Capital Improvement, approval | X | X | | |
| Detail Plan, approval | X | X | X | |
| Award of Contract, approval | X | X | | |
| Real Estate - Acquisition | X | X | | |
| - Disposition | X | X | | |
| - Rent/Lease | X | X | | |
| Proposal for Grants, approval | X | X | | |
| Accept gifts, donations, and subsidies | X | X | | |
| Sue and be sued | X | X | | |
| Development Review | X | X | X | X |

| <u>Operational Function</u> | <u>Waterfront Park Authority</u> | <u>Waterfront Public Non-Profit Corporation</u> | <u>Waterfront Park Board</u> | <u>Waterfront Advisory Commission</u> |
|--|----------------------------------|---|------------------------------|---------------------------------------|
| Authority to sign checks, delegations | X | X | | |
| Administrative Regulations, approval | X | X | X | |
| Procedures Manual, approval | X | X | X | |
| Annual Operating Budget, approval | | | | |
| Purchase Requisition, approval | X | X | | |
| Requests for Payment, approval | X | X | | |
| Payroll, approval | X | X | | |
| Insurance/Property, approval | X | X | | |
| Award of Contract, approval | X | X | | |
| Real Estate - Acquisition | X | X | | |
| - Disposition | X | X | | |
| - Rent/Lease | X | X | | |
| Proposal for Grants, approval | X | X | | |
| Personnel Functions | X | X | | |
| Accept gifts, donations, and subsidies | X | X | | |
| Sue and be sued | X | X | | |

SUMMARY

The alternatives for development of the Pier represent varying intensities and ranges of recreational, commercial and cultural activities. It is important to note no matter which Pier Alternative is implemented the waterfront will maintain its openness and continue to provide a variety of recreational activities for all residents of St. Petersburg and visitors.

Working together will be instrumental in making the planning process for the waterfront a comprehensive and workable guide for its future development.

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DEPARTMENT OF COMMUNITY DEVELOPMENT
DEPARTMENT OF LEISURE SERVICES

MARCH 1980

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